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Financing of the United Nations Observer Mission in Georgia

Performance report on the budget of the United Nations Observer Mission in Georgia for the period from 1 July 2003 to 30 June 2004

Report of the Secretary-General

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Summary

The present report contains the performance report on the budget of the United Nations Observer Mission in Georgia (UNOMIG) for the period from 1 July 2003 to 30 June 2004.

The total expenditure for UNOMIG for the period from 1 July 2003 to 30 June 2004 has been linked to the Mission's objective through a number of results-based frameworks, grouped by components, namely, political, military, civilian police* and support.

Performance of financial resources

(Thousands of United States dollars. Budget year is from 1 July 2003 to 30 June 2004.)

			Variance	
Category	*Apportionment*	*Expenditure*	*Amount*	*Percentage*
Military and police personnel	3 483.0	3 670.6	(187.6)	(5.4)
Civilian personnel	15 113.7	15 941.0	(827.3)	(5.5)
Operational requirements	12 112.3	10 866.3	1 246.0	10.3
Gross requirements	**30 709.0**	**30 477.9**	**231.1**	**0.8**
Staff assessment income	1 960.2	2 139.8	(179.6)	(9.2)
Net requirements	**28 748.8**	**28 338.1**	**410.7**	**1.4**
Voluntary contributions in kind (budgeted)	18.6	—	18.6	100.0
Total requirements	**30 727.6**	**30 477.9**	**249.7**	**0.8**

Human resources incumbency performance

Category	*Approved*[a]	*Actual (average)*	*Vacancy rate (percentage)*[b]
Military observers	135	117	13.3
Civilian police	18	9	50.0
International staff	109	99	9.2
National staff	177	175	1.0

[a] Represents the highest level of authorized strength.
[b] Based on monthly incumbency and approved monthly strength.

The actions to be taken by the General Assembly are set out in section V of the present report.

* Established pursuant to Security Council resolution 1494 (2003), following recommendations made by the Secretary-General in his report of 21 July 2003 (S/2003/751).

I. Introduction

1. The budget for the maintenance of the United Nations Observer Mission in Georgia (UNOMIG) for the period from 1 July 2003 to 30 June 2004 was set out in the report of the Secretary-General of 18 December 2002 (A/57/677) and amounted to $30,977,100 gross ($28,983,300 net), including budgeted voluntary contributions in kind totalling $18,600. It provided for 135 military observers, 110 international staff and 179 national staff. The Advisory Committee on Administrative and Budgetary Questions, in paragraph 27 of its report dated 3 April 2003 (A/57/772/Add.1), recommended that the General Assembly appropriate $30,709,000 gross for the period from 1 July 2003 to 30 June 2004.

2. The General Assembly, by its resolution 57/333 of 18 June 2003, appropriated an amount of $30,709,000 gross ($28,748,800 net) for the maintenance of the Mission for the period from 1 July 2003 to 30 June 2004. The total amount has been assessed on Member States. The additional requirements in connection with the expanded mandate of the Mission owing to the establishment of the civilian police component pursuant to Security Council resolution 1494 (2003), following recommendations made by the Secretary-General in his report of 21 July 2003 (S/2003/751), were absorbed within the approved appropriation.

II. Mandate performance

3. The mandate of UNOMIG was established by the Security Council in its resolution 937 (1994). The mandate for the performance period was provided by the Council in its resolutions 1462 (2003), 1494 (2003) and 1524 (2004).

4. The Mission is mandated to help the Security Council achieve an overall objective, namely, to ensure the implementation by the parties of the 1994 Agreement on a Ceasefire and Separation of Forces and to foster a comprehensive political settlement of the Georgian-Abkhaz conflict.

5. Within this overall objective, the Mission has, during the performance report period, contributed to a number of accomplishments by delivering related key outputs, shown in the frameworks below. These frameworks are grouped by components: political, military, civilian police and support. The civilian police component was established to strengthen the capacity of the Mission to carry out its mandate and, in particular, to contribute to the creation of conditions conducive to the safe and dignified return of internally displaced persons and refugees.

6. The 2003/04 period is the first period for which the Mission was able to assess its performance against the planned results-based frameworks set out in the 2003/04 budget. The performance report compares the actual indicators of achievement, the extent to which actual progress has been made during the period against the expected accomplishments, with the planned indicators of achievement and compares the actually completed outputs with the planned outputs.

Component 1: political

Expected accomplishment 1.1: progress towards political settlement of the conflict

Planned indicators of achievement	*Actual indicators of achievement*
The parties agree to negotiate on the basis of the paper on distribution of competencies between Tbilisi and Sukhumi	A substantive dialogue on the key issues of the conflict was still lacking owing to the existing complex political situation in Abkhazia, Georgia Continued willingness of one party to address political issues on the basis of the paper "Basic Principles for the Distribution of Competencies between Tbilisi and Sukhumi". The parties continued with practical cooperation activities as follows: • 2 parties participated in 3 meetings on security guarantees under the chairmanship of the Special Representative of the Secretary-General in Sukhumi and Tbilisi • 2 parties attended 2 Gali ad hoc high-level meetings on security matters, which were convened and chaired by UNOMIG, with the participation of the collective peacekeeping forces of the Commonwealth of Independent States • 2 parties participated in a joint trip to study best practices on peacebuilding, internally displaced persons and refugee return, and law enforcement reform in the Balkans (Bosnia and Herzegovina and Kosovo, Serbia and Montenegro) • The Georgian and Abkhaz leaders participated in high-level political discussions chaired by the Under-Secretary-General for Peacekeeping Operations

Planned outputs	*Completed (number or yes/no)*	*Remarks*
Active political contacts with the parties	Yes	Informal meeting between the parties and international experts on the issue of security guarantees (Geneva)
Facilitation of high-level contacts between the parties	Yes	2 Gali ad hoc high-level meetings on security matters Joint visit to Bosnia and Herzegovina and Kosovo, Serbia and Montenegro, by 2 parties to study best practices with regard to a post-conflict situation

Consultations with the Group of Friends of the Secretary-General	**Yes**	**4 high-level meetings with the Group of Friends (Germany, France, United Kingdom, Russian Federation and United States) in Geneva and New York** **14 meetings of the Special Representative of the Secretary-General with senior representatives of each of the Member countries (Tbilisi and their respective capitals)** **9 meetings of the Special Representative of the Secretary-General with the ambassadors of Member countries (Tbilisi)** **Meetings with representatives of Member countries (New York)**

Expected accomplishment 1.2: reactivate Coordinating Council mechanism

Planned indicators of achievement	*Actual indicators of achievement*
Coordinating Council and its working groups meet regularly	**No meetings held; remained suspended, mainly because, since January 2001, one side had refused to participate**
Confidence-building measures agreed and implemented	**A joint visit of Georgian and Abkhaz business people to attend a regional trade fair (Istanbul)** **Georgian and Abkhaz women representatives met (Moscow)** **One side remained unready to engage in the implementation of the programme of action on confidence-building between the Georgian and Abkhaz parties**

Planned outputs	*Completed (number or yes/no)*	*Remarks*
Meetings of the Coordinating Council and its 3 working groups (on security, refugees and social-economic issues)	**No**	**Some issues covered by 3 Sochi working groups on return of internally displaced persons and refugees, on rehabilitation of the railway and on economic projects** **As the Sochi format does not deal with political and security issues, these matters were covered within the framework of UNOMIG-led meetings between the parties on security matters, including guarantees, which were convened in the Geneva format**
Support implementation of confidence-building measures	**No**	**No support provided to confidence-building measures under actual indicator of achievement above because one party remained unready to engage in the implementation of the programme of action on confidence-building**

Expected accomplishment 1.3: progress in return of refugees and internally displaced persons

Planned indicators of achievement	*Actual indicators of achievement*
Number of refugees/internally displaced persons who return permanently	According to local sources, there has been an unconfirmed increase in the number of refugees/internally displaced persons returned Persistent lawlessness in the Gali district, lack of infrastructure and education in the mother tongue remained as obstacles to major returns to the area

Planned outputs	*Completed (number or yes/no)*	*Remarks*
Working Group II of the Coordinating Council meetings	No	Owing to the position of one party in relation to the Coordinating Council Meetings between the Special Representative of the Secretary-General and the Office of the United Nations High Commissioner for Refugees on return of refugees and internally displaced persons in the context of the Sochi Working Group in Moscow and Sochi, Russian Federation
Cross-border law enforcement measures proposed/implemented	Yes	Regular meetings with representatives of both parties in the framework of the quadripartite meetings and the Joint Fact-finding Group
Consultations/proposals to implement the recommendations of the Joint Assessment Mission on possible provision of assistance to returnees	Yes	

Expected accomplishment 1.4: increase respect for human rights

Planned indicators of achievement	*Actual indicators of achievement*
Decrease in human rights-related complaints	Number of human rights complaints followed up by local authorities increased from 30 in 2002/03 to 40 in 2003/04 In addition, agreement was reached by the parties on the inclusion of human rights issues in the weekly quadripartite meetings
Agreement of the authorities to the opening of a human rights office in the Gali district	Continued refusal of the authorities of one party to permit the opening of a branch of the human rights office in the Gali district. However, a human rights officer is present in the Gali sector 2 days per week

Planned outputs	Completed (number or yes/no)	Remarks
Trials and detention facilities monitored	10	Cases monitored in court
	33	Visits to 4 detention facilities
Individual human rights cases investigated	40	Cases followed up
Training workshops facilitated	14	Training projects on human rights funded by international partners facilitated

Component 2: military

Expected accomplishment 2.1: ensure compliance with Ceasefire and Separation of Forces Agreement

Planned indicators of achievement	Actual indicators of achievement
Zero major violations	3 violations of the Moscow Agreement observed:
No troops of the parties are introduced in the security zone and no heavy military equipment introduced in the restricted-weapons zone	• United Nations patrol restricted by the authorities of one side, thus hindering verification that heavy military equipment does not remain or is not reintroduced in the security zone • Within restricted weapons zone, the patrol observed 1 armoured personnel carrier and 1 tank • Within restricted weapons zone, the patrol observed 4 mortars and 5 anti-tank cannon
No military forces observed in the Kodori Valley	Achieved in parts of the valley where patrolling was conducted, 6 patrols since December 2003, including 5 patrols in the upper valley and 1 patrol in the lower valley
Increase in the number of internally displaced persons and refugees returned	According to local sources, there has been an unconfirmed increase in the number of refugees/internally displaced persons returned
Reduction in the number of kidnappings and banditry	22% reduction in incidences of kidnappings from 90 in 2002/03 to 70 in 2003/04 14% reduction in incidences of banditry from 88 in 2002/03 to 76 in 2003/04

Planned outputs	Completed (number or yes/no)	Remarks
Daily patrols in the Gali and Zugdidi sectors	Yes	Military observer mobile ground patrols in Gali, Zugdidi and Sukhumi (4 military observers per patrol, 7 patrols per day, 6 days per week, 1 day is reserved for maintenance)

Violations investigated in the framework of the Joint Fact-finding Group	3	Reports issued to the parties
Weekly quadripartite meetings	45	Peacekeeping forces of the Commonwealth of Independent States/UNOMIG/law enforcement agencies from two sides
Regular patrols in the Kodori Valley conducted	No	Patrols of the entire area of the Kodori Valley suspended following the kidnapping of 4 UNOMIG personnel on 5 June 2003
		Limited ground patrolling by the military observers, accompanied by medical and civilian engineers averaging 8 per patrol; 4 patrols conducted in the lower part of the Kodori Valley in February 2004
		Suspended patrolling in the upper part of the Kodori Valley pending the provision of security guarantees by one of the parties
Regular meetings of Working Group I (on security issues)	No	Remained suspended since its last meeting on 20 July 2002 owing to the unwillingness of one side to participate
Joint patrols with the Commonwealth of Independent States peacekeeping force conducted	5	Patrols to the Kodori Valley
Close liaison with the Commonwealth of Independent States peacekeeping force	Yes	Meetings with the representative of the Commonwealth of Independent States peacekeeping forces in Sukhumi, Gali and Zugdidi on a daily basis

Component 3: support activities

Expected accomplishment 3.1: increase efficiency and effectiveness in supporting the Mission

Planned indicators of achievement	*Actual indicators of achievement*
Client offices have a high level of surveyed satisfaction with Mission support	No formal survey has been conducted; overall satisfaction with the level of support was expressed in regular meetings

Planned outputs	*Completed (number or yes/no)*	*Remarks*
Staff administered	274	Average number of 99 international staff and 175 national staff
Better living and working conditions for personnel	Yes	Expansion in facilities for staff available in Sukhumi headquarters and the sectors

Security and close protection services provided	Yes	Full-time services for the Special Representative of the Secretary-General and Deputy Special Representative of the Secretary-General
Buildings maintained	4	Main United Nations facilities (Tbilisi liaison office, Sukhumi headquarters, Gali sector headquarters and Zugdidi sector headquarters/ UNOMIG logistics base)
Videoconferencing extended to 2 sectors	Yes	In Tbilisi and Gali
Uninterrupted information technology/communication services provided	Yes	Automated changeover on 2 terrestrial links between headquarters in Sukhumi and the sectors established
		Proactive system monitoring resulted in real time response to outage
		Department of Peacekeeping Operations Active Directory Service implemented
		European level 1 telephone links connecting Sukhumi to Tbilisi not established owing to unavailability of suitable/capable service providers
Repatriations/inductions conducted for military observers	117	Average strength, including rotations
Patients treated	3 898	Visits
	21	Patients evacuated
Generators maintained	70	
Vehicles maintained	194	
Payments disbursed	Yes	
Contracts administered	108	
Purchase orders released	496	
Aircraft inspections conducted	2	Fixed-wing aircraft
Material shipments	Yes	1.2 million tons of cargo comprising 1 million tons by road, 0.1 million tons by sea and 0.1 million tons by air

Component 4: civilian police

The frameworks in the budget for the United Nations Observer Mission in Georgia for the period from 1 July 2003 to 30 June 2004 did not include the civilian police component, therefore the Mission does not present the actual indicators of achievement and outputs against the planned indicators and outputs.

Actual unplanned outputs
Owing to political environment, no civilian police activities conducted in the Gali district
Police patrol procedures observed and monitored, introductory training programmes developed in the Zugdidi district, community policing project being developed with regard to the local population
Non-deployment of civilian police in the Gali district hampered the cross-ceasefire line cooperation between the sides and hindered the progress in ongoing criminal investigations and the effectiveness of preventive anti-crime efforts
Civilian police participated in the quadripartite and joint fact-finding group meetings in which police-specific input was provided, including advice on forensic assistance for ongoing criminal investigations
Daily patrols in the Zugdidi district to assess the security situation and advise local law enforcement officers
Weekly meetings at the command level with local law enforcement agencies in Zugdidi
Assessment of the logistical and other needs of the local law enforcement agencies conducted in Gali and Zugdidi

III. Resource performance

A. Financial resources

(Thousands of United States dollars. Budget year is from 1 July 2003 to 30 June 2004.)

Category	Apportionment (1)	Expenditure (2)	Variance[1] Amount (3)=(1)-(2)	Variance[1] Percentage (4)=(3)÷(1)
Military and police personnel				
Military observers	3 455.1	3 520.2	(65.1)	(1.9)
Military contingents	27.9	—	27.9	100.0
Civilian police	—	150.4	(150.4)	—
Formed police units	—	—	—	—
Subtotal	**3 483.0**	**3 670.6**	**(187.6)**	**(5.4)**
Civilian personnel				
International staff	12 810.4	13 541.5	(731.1)	(5.7)
National staff	2 303.3	2 399.5	(96.2)	(4.2)
United Nations Volunteers	—	—	—	—
Subtotal	**15 113.7**	**15 941.0**	**(827.3)**	**(5.5)**
Operational costs				
General temporary assistance	84.2	195.6	(111.4)	(132.3)
Government-provided personnel	—	—	—	—
Civilian electoral observers	—	—	—	—
Consultants	—	1.8	(1.8)	—
Official travel	603.7	607.9	(4.2)	(0.7)
Facilities and infrastructure	2 501.2	2 611.5	(110.3)	(4.4)
Ground transportation	1 189.0	1 469.0	(280.0)	(23.5)
Air transportation	4 095.6	2 787.4	1 308.2	31.9
Naval transportation	—	—	—	—
Communications	1 473.5	1 443.0	30.5	2.1
Information technology	1 254.9	959.8	295.1	23.5
Medical	134.0	30.1	103.9	77.6
Special equipment	—	0.5	(0.5)	—
Other supplies, services and equipment	776.2	759.7	16.5	2.1
Quick-impact projects	—	—	—	—
Subtotal	**12 112.3**	**10 866.3**	**1 246.0**	**10.3**
Gross requirements	**30 709.0**	**30 477.9**	**231.1**	**0.8**
Staff assessment income	1 960.2	2 139.8	(179.6)	(9.2)
Net requirements	**28 748.8**	**28 338.1**	**410.7**	**1.4**
Voluntary contributions in kind (budgeted)	18.6	—	18.6	100.0
Total requirements	**30 727.6**	**30 477.9**	**249.7**	**0.8**

[1] Resource variance amounts are expressed in thousands of United States dollars.

B. Other income and adjustments

(Thousands of United States dollars)

Category	Amount
Interest income	156.0
Other/miscellaneous income	168.0
Voluntary contributions in cash	—
Prior-period adjustments	4.0
Savings on or cancellation of prior-period obligations	545.0
Total	**873.0**

C. Expenditure for contingent-owned equipment: major equipment and self-sustainment

(Thousands of United States dollars)

Category	Expenditure
Major equipment	
Military contingents	
Major equipment	—
Self-sustainment	
Medical	
Medical services	5.7
Subtotal	**5.7**
Total	**5.7**

Mission factors	Percentage	Effective date	Last review date
A. Applicable to Mission area			
Extreme environmental condition factor	1	—	—
Intensified operational condition factor	1	—	—
Hostile action/forced abandonment factor	1	—	—
B. Applicable to home country			
Incremental transportation factor	1	—	—

IV. Analysis of variances[1]

	Variance	
Military observers	**($65.1)**	**(1.9%)**

7. The additional requirements were attributable mainly to the vacancy rate of 13 per cent for the period as compared to the budgeted vacancy rate of 15 per cent.

	Variance	
Military contingents	**$27.9**	**100.0%**

8. The savings were attributable to sufficiency of the amount of prior-period unliquidated obligations to cover the contingent-owned equipment claims from the country providing equipment.

	Variance	
Civilian police	**($150.4)**	

9. The requirements were attributed to the civilian police component which was established pursuant to Security Council resolution 1494 (2003), following recommendations made by the Secretary-General in his report of 21 July 2003 (S/2003/751), to strengthen the capacity of the Mission to carry out its mandate and, in particular, contribute to the creation of conditions conducive to the safe and dignified return of internally displaced persons and refugees. The funds for the new component were accommodated within the approved appropriation. Civilian police deployed on 1 November 2003 with an average strength of 9 officers as compared to the authorized strength of 18 civilian police.

	Variance	
International staff	**($731.1)**	**(5.7%)**

10. Additional requirements under this heading resulted from a number of factors, namely: the new salary scales approved for staff in the Professional and above category and Field Service staff (both 100 series and 300 series) effective 1 January 2003; the increase in the ratio of staff hired under 100 series contracts to staff hired under 300 series contracts from 50/50 to 67/33; and a lower vacancy rate of 9 per cent compared to 10 per cent applied in the budget.

	Variance	
National staff	**($96.2)**	**(4.2%)**

11. The additional requirements were attributed primarily to the lower vacancy rate of 1 per cent compared to 5 per cent applied in the budget.

[1] Resource variance amounts are expressed in thousands of United States dollars.

	Variance	
General temporary assistance	**($111.4)**	**(132.3%)**

12. The additional requirements were due to immediate staffing needs in relation to the establishment of the civilian police component pursuant to Security Council resolution 1494 (2003), namely a Senior Police Adviser and Chief of Staff at the P-5 and P-4 level, respectively. The positions were established on a temporary basis in 2003/04, pending approval by the General Assembly in the 2004/05 budget.

	Variance	
Consultants	**($1.8)**	**—**

13. The requirements were attributed to the cost of competency-based performance management training.

	Variance	
Official travel	**($4.2)**	**(0.7%)**

14. Owing to the distances between locations of the Mission, staff travelling on official business within the Mission area are required to stay overnight at their destinations. The related expenditures have resulted in additional resource requirements.

	Variance	
Facilities and infrastructure	**($110.3)**	**(4.4%)**

15. The additional requirements were attributed primarily to construction of engineering and transport workshops and a warehouse at the Sukhumi headquarters aimed at overcoming delays in bringing supplies across the ceasefire line from the Zugdidi warehouse to Sukhumi.

	Variance	
Ground transportation	**($280.0)**	**(23.5%)**

16. The additional requirements were attributed to the purchase of 10 armoured and mine protected vehicles to accommodate the transportation needs of the civilian police.

	Variance	
Air transportation	**$1,308.2**	**31.9%**

17. The savings resulted from non-resumption of air patrols by helicopter owing to the security situation, which remained unchanged from previous periods.

	Variance	
Communications	$30.5	2.1%

18. The lower resource requirements resulted from the reduced need for spare parts. During this period, there was a lower rate of communication equipment malfunctioning and damage caused by lightning strikes owing to improved grounding of the installations.

	Variance	
Information technology	$295.1	23.5%

19. Desktops, laptops, network switches, routers and other hardware were procured through systems contracts at lower unit costs than budgeted, resulting in savings under this class.

	Variance	
Medical	$103.9	77.6%

20. The savings were attributed to lower requirements for medical supplies. The budget estimates were based on direct procurement of medical supplies, whereas a memorandum of understanding for the contribution of two level 1 hospital units was signed in December 2003.

	Variance	
Special equipment	($0.5)	—

21. The requirements were attributed to the replacement of damaged binoculars.

V. Actions to be taken by the General Assembly

22. The actions to be taken by the General Assembly in connection with the financing of UNOMIG are:

(a) To decide on the treatment of the unencumbered balance of $231,100 with respect to the period from 1 July 2003 to 30 June 2004;

(b) To decide on the treatment of other income/adjustments for the period ended 30 June 2004 amounting to $873,000 from interest income ($156,000), other/miscellaneous income ($168,000), savings on or cancellation of prior-period obligations ($545,000) and prior-period adjustments ($4,000).